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FOR EUR/SOV TRAVEL

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SUBJECT: 1966 TRAVEL REGULATIONS REPLACED

REF: MOSCOW 0563

SUMMARY: THE NEW 1978 TRAVEL REGULATIONS CHANGE TRAVEL
RESTRICTIONS ON DIPLOMATS FOR NEARLY EVERY REPUBLIC OF THE
USSR. PARA ONE BRIEFLY HIGHLIGHTS THE CHANGES; PARAS 2-15
DESCRIBE THEM IN DETAIL; PARA 16 OFFERS THE EMBASSY'S
ANALYSIS OF THE SIGNIFICANCE OF THE CHANGES. END SUMMARY.

1. HIGHLIGHTS: ON THE NEGATIVE SIDE:

-- THE CHINESE BORDER REGION HAS BEEN OFFICIALLY CLOSED
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(BIROBIDZHAN, AMURSKAYA OBLAST', CHITSKAYA OBLAST',
VOSTOCHNOKAZAKHSTANSKAYA OBLAST').

-- SMALL AREAS NEAR CHERKASSY (CHIGIRIN RAYON), IN
KIRGHIZIA (ALAYSKIY AND SOVYETSKIY RAYONS) AND NEAR THE
AMERICAN DACHA (RESEVOIR 2 KM. RADIUS CLOSED AREAS) WERE
ALL CLOSED FOR THE FIRST TIME.

ON THE POSITIVE SIDE:

-- ALL OTHER CLOSED AREAS IN SIBERIA WERE OPENED UP, THOUGH THERE WAS NO OPENING OF SIGNIFICANT SIBERIAN CITIES.

-- MAGNITOGORSK AND PARTS OF PERM OBLAST WERE OPENED IN THE URALS.

-- VAST TRACTS OF VIRTUALLY EMPTY LAND WERE OPENED IN CENTRAL ASIA.

-- SMALL AREAS WERE OPENED UP IN S. EUROPEAN RUSSIA (VOLGOGRAD EAST BANK, KABARDINO-BALKARSKAYA ASSR, CHERNOVITSKAYA OBLAST, LUTSK, CITIES AROUND TARNOPOL').

-- FOURTEEN AREAS IN MOSCOW OBLAST WERE OPENED (CMITROV, SERPUKHOV, OREKHOVA-ZYUEVO, MOZHAISK, PUSHCHINO, PRYOKSKO-TERRASNIY STATE RESERVE, VOLOKOLAMSK, MURANOVO, AND THE RAYONS OF KRASNOGORSKIY, LENINSKIY, SEREBRYANO-PRUDSKIY, ZARAISKIY, OZERSKIY AND KASHIRSKIY).

-- ELEVEN CITIES HAVE BEEN OPENED IN THE BALTIC LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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REPUBLICS (KAUNAS, DRUSKININKIY, TRAKAI, PRAVENAY, SAULKRISTI, SIGULDA, OGRE, SALASPILS, AKADMGORODOK, NARVA AND KOKHTLA-YARVE).

-- PART OF PSKOV OBLAST IS OPEN AS ARE FIVE CITIES IN THE LENINGRAD AREA (VYBORG, LOMONOSOV, VALDAY, STARAYA RUSSA, KRESTSY.

-- CLOSED AREAS ON THE SOUTHERN EDGES OF THE WHITE SEA HAVE BEEN EITHER ELIMINATED OR SUBSTANTIALLY REDUCED.

A SUMMARY OF THE CHANGES, BY REGIONS, FOLLOWS.

2. BORDER ZONES: THE 25 KM. BORDER ZONES REMAIN THE SAME.

3. RSFSR: FAR EAST, URALS, EUROPE

-- CHUKOTSKIY NATIONAL OKRUG - FORMERLY THE ENTIRE REGION EAST OF THE RIVERS AMGUEMA, B. OSINOVKA, BELAYA AND MAYN WAS OFF LIMITS. NOW, ONLY A 25 KM.-WIDE COASTAL STRIP IS CLOSED, AND THE INTERIOR REGIONS ARE FREE FOR TRAVEL.

-- KHABAROVSKIY KRAY: BIROBIDZHAN IS CLOSED.

-- AMURSKAYA AND CHITINSKAYA OBLAST'S: THESE AREAS, LONG CLOSED FOR "ROTN" (74 MOSCOW 2533), ARE OFFICIALLY CLOSED.

-- NOVGORODSKAYA OBLAST': THE CITIES OF VALDAY, STARAYA RUSSA AND THE SETTLEMENT OF KRESTSY ARE OPEN.

-- ARKHANGELSKOYE OBLAST': THE LESHUKONSKIY REGION IS OPEN. ONLY THE PRIMORSKY RAYON AND A 50 KM. STRIP SLONG THE ARKHANGELSK-KONOSHA RR ARE CLOSED.
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THE SOLOVETSKY ISLANDS ARE STILL CLOSED.

-- PERMSKAYA OBLAST': THE KOMI-PERMYATSKIY NATIONAL OKRUG IS OPEN, AS IS THE TOWN OF BEREZHNIKI AND THE RAIL LINE TO IT THROUGH PERM.

-- CHELYABINSK OBLAST': THE CITH OF MAGNITORGORSK IS OPEN, BUT ACCESSIBLE ONLY BY AIR.

-- VOLGOGRADSKAYA OBLAST': A SMALL REGION ACROSS THE RIVER FROM VOLGOGRAD HAS BEEN OPENED (VOLZHSKIY-SREDNYAYA AKHTUBA - SOUTHERN TIP OF SARPINSKIY ISLAND).

-- LENINGRADSKAYA OBLAST': VYBORG AND LOMONOSOV HAVE BEEN OPENED. THE LENINGRAD-TALLIN, AND VYBORG-BRUSNICHNOYE-ISKROVKA-TSVETOCHNOYE-ILISTOYE-PYALLY AUTO ROUTES ARE OPEN.

4. RSFSR: MOSKOVSKAYA OBLAST'

-- THE ENTIRE CITY OF MOSCOW IS OPEN, AS BEFORE. DMITROV, SERPUKHOV, OREKHOVO-ZYUEVO, MOZHAISK, PUSHCHINO, PRYOKSKO-TERRASNIY STATE RESERVE, VOLOKOLAMSK (VIA TERYAYEVO AND DUBOSEKOVO CROSSING POINT) AND MURANOVO (PUSHKINSKY RAYON) ARE OPEN. THE KRASNOGORSKIY, LENINSKIY, SEREBRYANO-PRUDSKIY, ZARAISKY, OZERSKIY AND KASHIRSKIY RAYONS HAVE ALL BEEN OPENED.

-- ODINTSOVSKIY RAYON SW OF THE MINSK HIGHWAY UP THROUGH GOLITSYNO IS OPEN. THIS MEANS PEREDELKINO IS ALSO AT LONG LAST FORMALLY RECOGNIZED AS BEING OPEN.
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-- MYTISHCHINSKY AND PUSHKINSKY RAYONS HAVE MORE

AREAS OPEN TO TRAVEL, THOUGH THE CLOSED AREAS TWO KILOMETERS IN RADIUS AROUND THE PESTOVSKOYE, UCHINSKOYE, AND PYALOVSKOYE RESEVOIRS CLOSES LAND FORMERLY OPEN TO TRAVEL AND CLOSE TO THE AMERICAN DACHA. KALININGRAD IS STILL CLOSED.

-- NEW TRANSIT ROADS HAVE BEEN OPENED UP IN ORDER TO GET TO THE NEWLY-OPENED AREAS. MURANOVO: THE YAROSLAVSKOYE HIGHWAY VIA RAKHMANOVO. SERPUKHOV, PUSHCHINO AND THE PRIKSKO-TERRASNIY STATE RESERVE: THE SIMFEROPOLSKOYE HIGHWAY VIA DANKI. OREKHOVO-ZUYEVO: THE GORKOVSKOYE HIGHWAY VIA MALAYA DUBNA. VOLKOLAMSK: THE VOLOKOLAMSK HIGHWAY. MOZHAYSK: MINSK HIGHWAY-MOZHAYSKOYE HIGHWAY. KASHINSKIY, OZERSKIY, ZARAYSKIY AND SEREBRYANO-PRUDSKIY RAYONS: KASHINSKOYE HIGHWAY. DUBNA: NOW ACCESSIBLE VIA THE MOSCOW CANAL.

5. RSFSR: OTHER AREAS

-- KEM' (KARELIA SSR), NOVIL'SK, DUDINKA, DIKSON AND KHATANGA (ALL TAYMYRSKIY NATIONAL'NIY OKRUG) HAVE BEEN MADE CLOSED CITIES. THE LARGE CLOSED AREA WHICH ONCE SURROUNDED NOVIL'SK, DUDINKA AND DIKSON IS OPEN. NO MENTION IS MADE OF THE FOLLOWING AREAS WHICH WERE CLOSED BY THE DIPLOMATIC NOTE OF JULY 22, 1966: BURYATSKAYA SSR (REGION 50 KM. WIDE LYING ALONG LAKE BAIKAL IN THE SECTOR NIZHNA-ANGARSK-BAGRUZIN); NOVAYA SIBIR ISLAND; YAKUTSKAYA ASSR (THE REGION BOUNDED BY THE RIVERS TUMARA, DYANSHKA AND LENA); BARABINSKY AND KUYBYSHEVSKY REGIONS OF THE NOVOSIBIRSK OBLAST'; KARELSKAYA ASSR (THE REGIONS WITHIN THE BOUNDRIES OF KEM', ANDRONOVA GORA, AND KOCHOMA AS WELL AS TO THE SE OF THE RR LINE OVER THE SECTOR LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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PETROZAVODSK-SVIR); PSKOVSKAYA OBLAST' (THE REGION TO THE NORTH OF THE RR LINE-PSKOV-PECHORY; YAMALO-NENETSKY NATIONAL OKRUG (REGION BETWEEN THE RIVERS NYDA, NADYM, AND TANLOVA); AND KABARDINO-BALKARSKAYA ASSR. SINCE THE 1978 NOTE INVALIDATES THE 1966 RESTRICTIONS, THESE HAVE ALL PRESUMABLY BECOME OPEN AREAS.

6. ESTONSKAYA SSR

-- KOKHTLA-YARVE AND NARVA ARE OPEN. CAR TRIPS CAN BE MADE TALLIN-NARVA-LENINGRAD PROVIDED NO OVERNIGHT STOPS ARE MADE EN ROUTE. TRAVEL ARRANGEMENTS ARE ALSO MORE LIBERAL, ALLOWING: TALLIN-LENINGRAD ITINERARIES PASSING THROUGH NARVA; INTOURIST

STOPS IN PAYDE AND PYARNU; AGRICULTURAL VISITS IN VILYENDI, YUGEVA, PAYDE, PYARNU AND TARTU RAYONS; OVERNIGHTING IN VILYANDI AND PYARNU; AND FLIGHTS FROM TALLIN VIA AEROFLOT TO MOSCOW, LENINGRAD, RIGA AND BACK.

7. LATVIYSKAYA SSR

-- OGRE, SIGULDA AND SAULKRASTY ARE OPEN CITIES, BUT IT IS NOT CLEAR WHETHER ONE CAN ONLY MAKE DAY-TRIPS FROM RIGA OR SPEND THE NIGHT AS WELL. OGRE MAY BE REACHED BY USING THE RIGA-MOSCOW RR LINE OR BY INTOURIST CAR FROM RIGA. INTOURIST AUTO-TRANSPORT ALSO GOES TO SALASPILS, INCLUDING AKADEM-GORODOK AND THE SALASPILS MEMORIAL COMPLEX, AND IKSHKILE. SIGULDA MAY BE REACHED USING THE RIGA-LENINGRAD RR LINE, OR BY USING INTOURIST AUTOTRANSPORT VIA THE RIGA-PSKOV ROAD OR THE RIGA-LIMITED OFFICIAL USE LIMITED OFFICIAL USE

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INCHUKALIS-RAGANA-TURAJDA ROAD WITH A STOP NEAR THE "SENITE" RESTAURANT. SAULKRASTY MAY BE REACHED BY THE RIGA-ALAYA RR LINE WITH THE RIGHT TO STOP AT ALL STATIONS, OR BY INTOURIST AUTO-TRANSPORT VIA THE RIGA-TALLIN HIGHWAY.

8. LITOVSKAYA SSR

-- DRUSKININKAY AND KAUNAS ARE NOW OPEN CITIES. DRUSKININKAY CAN BE REACHED BY RAIL OR "INTOURIST" AUTOTRANSPORT FROM VILNIUS VIA PIRCHUPIS. KAUNAS CAN BE REACHED ONLY BY AN "INTOURIST" TOUR, WHICH FIRST STOPS FOR A DAY IN TRAKAY AND PRAVENAY. KAUNAS MAY BE VISITED ONLY BY "TOURISTS" AND PERSONS CONNECTED WITH WHO. THE RAIL LINE GRODNO-VILNIUS-LENINGRAD MAY NOW BE USED FOR TRANSIT.

9. UKRAINSKAYA SSR

-- IN THE TERNOPOL'SKAYA OLBAST' CERTAIN CITIES SURROUNDING TERNOPOL' (ZBOROV, ZBARAZH, TEREBOVLYA, BEREZHANY AND PODVOLOCHISK) ARE OPEN AND REACHABLE BY INTOURIST AUTOTRANSPORT. THE CHERNOVITSKAYA OBLAST' IS OPEN. THE CHIGIRINSKIY RAYON OF CHERKASSY OBLAST' IS CLOSED. THE CITY OF LUTSK IS OPEN. THE BREST-KOVEL-LUTSK-RUVNO TRANSIT ROUTE IS NO LONGER RESTRICTED TO INTOURIST AUTOTRANSPORT ONLY.

10. ARMYANSKAYA, GRUZINSKAYA AND AZERBAYDZHANSKAYA SSR'S:

-- NO CHANGE

11. KAZAKHSKAYA SSR

-- THE KYZL-ORDINSKAYA OBLAST' SOUTH OF THE
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SYR-DARYA RIVER IS OPEN. KARAGANDINSKAYA OBLAST'
IS RENAMED DZHEZKAZGANSKAYA OBLAST', AND IS STILL
CLOSED. VOSTOCHONOKAZAKHSTANSKAYA OBLAST' HAS
BEEN CLOSED. MANGYSHLAKSYAKA OBLAST', WITH THE
EXCEPTION OF SHEVCHENKO, IS OPEN.

12. TADZHIKSKAYA SSR

-- NO CHANGE

13. KIRGIZSKAYA SSR

-- THE ALAYSKIY AND SOVYETSKIY RAYONS OF OSHSKAYA
OBLAST' HAVE BEEN CLOSED.

14. UZBEKSKAYA SSR

-- ALL OF KARAKALPAKSKAYA ASSR HAS BEEN OPENED,
EXCEPT FOR ALL OF MUINAKSKIY RYON AND KUNGRADSKIY
RAYON NE OF THE KUNGRAD-KARAKALPAKIYA RR (I.E.,
THE S. BANK OF THE ARAL)

15. TURKMENSKAYA SSR

-- ONLY KRASNOVODSK REMAINS CLOSED (NOT COUNTING
THE 25 KM. BORDER ZONE). HOWEVER, TRAVEL TO
ASHKHABAD, MARY, CHARDZHOV AND TASHAUZ MAY ONLY
BE MADE BY AIR.

16. COMMENT: THE NEW TRAVEL REGULATIONS REPRESENT
A LIMITED LIBERALIZATION OF OFFICIAL TRAVEL
RESTRICTIONS. WHILE THE CHINESE BORDER REGIONS,
INCLUDING BIROBIDZHAN, ARE NOW OFFICIALLY CLOSED,
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OTHER AREAS WHICH HAVE BEEN OPENED UP MORE THAN
COUNTER BALANCE, BOTH IN NUMBERS AND IN LAND AREA,
THE NEWLY-CLOSED REGIONS. ADMITTEDLY, MOST OF THE
REGIONS OPENED UP IN SIBERIA AND CENTRAL ASIA ARE
SIMPLY EMPTY SPACE. MOREOVER, SOME OF THE CITIES
"OPENED" ARE ACCESSIBLE ONLY THROUGH SPECIAL

ARRANGEMENTS (SUCH AS KAUNAS). ALSO DAO FEELS THAT THE NEW AREAS WHICH HAVE BEEN OPENED UP OFFERS FEW PROSPECTS FOR INCREASED MILITARY OBSERVATIONS. HOWEVER, THE SMALL AREAS OPENED UP IN THE URAL REGION, THE MORE NUMEROUS AREAS OPENED IN THE BALTIC, LENINGRAD AND WEST UKRAINE REGIONS, AND THE NEW AREAS OPENED UP IN MOSCOW OBLAST' GIVE OTHER EMBASSY OFFICERS SIGNIFICANT NEW OPPORTUNITIES FOR TRAVEL AND USEFUL OBSERVATION. IT REMAINS TO BE SEEN TO WHAT DEGREE THE SOVIETS WILL HONOR THE LETTER OF THEIR NEW REGULATIONS, AND TO WHAT EXTENT ALLEGEDLY OPEN AREAS BECOME DE FACTO INACCESSIBLE. IN ANY CASE, IT IS CERTAIN THAT THE SOVIETS WILL NOT TARRY IN MAKING THEIR OWN PITCH FOR A CORRESPONDING LIBERALIZATION OF TRAVEL REGULATIONS ON OUR SIDE. WE RECOMMEND THAT DEPARTMENT MAKE COMPARABLE CHANGES IN OUR RESTRICTIONS ON SOG ETTRAGELINNU.S., COUPLED WITH RENEWAL OF OFFER RECIPROCALLY TO REDUCE FURTHER, OR ELIMINATE ALTOGETHER, REMAINING TRAVEL RESTRICTIONS. MATLOCK

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